NATIONAL FRAMEWORK FOR POLICE PREPAREDNESS FOR DEMONSTRATIONS AND ASSEMBLIES[1]

Suggested Best Practices Document

Note that throughout this document, the term 'assemblies' does not refer to community cultural events such as powwows or gatherings for advocacy organizations (ex. The Assembly of First Nations (AFN) - Annual General Assembly)

Introduction

The Canadian Association of Chiefs of Police (CACP), Policing with Indigenous Peoples (PWIP) Committee was formed to consider matters relating to sustainable policing services and enhanced public safety for Indigenous peoples and communities throughout Canada. The committee includes representation from Indigenous and non-Indigenous policing services from across Canada. One of the PWIP's committee objectives is to support, on a national scale, a measured and consistent approach for demonstration and assembly management. The committee has developed a National Framework to assist police services in ensuring preparedness for demonstrations and assemblies and continued situational awareness for large scale events across the country. This best practices document is intended to address any and all issue-based conflicts and is not limited to those impacting Indigenous peoples or communities. Recommendations have been developed based on PWIP Committee discussions, a jurisdictional scan, literature and document review, incident based reviews, and stakeholder consultation.

The following outlines considerations for police services when developing a framework in relation to police preparedness for Indigenous and non-Indigenous events, including demonstrations and assemblies. The philosophy outlined in this Framework is dialogue based and outlines factors involved in providing a flexible police response within each stage of the conflict cycle; pre, during and post. Issue-related conflict is often avoidable; the benefits of the concepts outlined below are maximized if put to use early in the conflict cycle, prior to an issue requiring a police response.

The current document is intended to be a foundational piece that police services can utilize to build policies within their own organizations (see Appendix A for example). This Framework may be adopted by police services and tailored to their needs. It is strongly recommended that in developing their own Framework, police services ensure they meaningfully consult with Indigenous and non-Indigenous community members to understand local needs and issues. This will assist in the development of documents that are flexible and reflective of local community differences.

Purpose

- Promote an operationally sound, informed and flexible approach to resolving conflict and managing crises in a consistent manner;
- Promote an approach that demonstrates accommodation and mutual respect of differences, positions and interests of all involved Indigenous and non-Indigenous communities and stakeholders;
- Promote an approach to demonstrations that seeks to understand and respect unique cultural elements, particularly with respect to issues impacting Indigenous peoples and communities; and,
- Promote and develop strategies that minimize the need for use of force by police.

Objectives

- Increase consistency when responding to demonstrations and assemblies, for a more unified response of police services nationally;
- Promote consistency in training and approach;
- Provide strategies to minimize use of force while preventing disorder and the occurrence of issue-related criminal offences;
- Enforce the law in a manner that respects the rights of all involved parties and maintains public safety for the peaceful resolution of incidents;
- Provide a method to enhance service delivery while increasing efficiency of police resources;
- Promote understanding of the stages of conflict;
- Promote strategies to aid in relationship building;
- Promote education of police related to Indigenous culture and on issues that may have the potential to lead to conflict;
- Promote strategies to provide education highlighting the uniqueness of Indigenous demonstrations, including protests and/or occupations; and,
- Additionally, promote education of citizens involved in demonstrations and assemblies in relation to lawful demonstration activity.

Foundational Principles for Police Preparedness for Demonstrations and Assemblies

Through research, consultation and development, the following tenets were deemed essential principals for inclusion in documents related to police preparedness for demonstrations and assemblies. Implementation of the outlined concepts and strategies will enable police to further relationships with Indigenous and non-Indigenous communities in addition to ensuring public safety and preventing criminal activity in relation to demonstrations and assemblies.

1) Measured Approach

The "Measured Approach" is an operational philosophy that guides the strategies and tactics of the police in the measures to employ in the prevention of disorder or to achieve timely restoration of order. This philosophy emphasizes deliberate employment of proactive engagement, communication, mitigation and facilitation measures, while preserving the option to employ a variety of tactical responses as necessary, and seeking to respect the lawful exercise of personal rights and freedoms.

2) Relationship Building

Building trust between police and citizens remains essential. Ongoing communication, liaison engagement and relationship building should occur on a continual basis. Open and transparent interaction is paramount. Relationship building aids in the development of respect, rapport, reciprocity, trust and empathy. As outlined in detail below, a pre-event focus is essential in relationship building followed by consistent engagement throughout the conflict cycle.

3) Facilitating Lawful, Peaceful and Safe Demonstrations

Police response to issue-related conflict must be based around the recognition of the importance of fundamental freedoms and all other protections in the Charter of Rights and Freedoms while functioning within the law.

4) Impartiality

Police work under the concept of impartiality, which means acting fairly within the law and ensuring engagement with all stakeholders. Impartiality does not mean neutrality, because police may need to take enforcement action to uphold the rule of law.

Lessons learned indicate that it is important to be aware that Federal, Provincial, Indigenous governing bodies and local governments should be treated as any other stakeholder. Police are independent and should not take direction from any level of government in relation to response to demonstrations and assemblies. However, police should be aware of the legal, political and cultural issues in all conflicts, because those will factor into the risk assessment decisions of police commanders and their legal advisors.

5) Stages of Conflict

During protest and disorder, maintenance of open, transparent lines of communication with all stakeholders is critical to the work of facilitating resolution of conflict. Work accomplished in the pre-event stage is critical. The work done post-event to rebuild relationships is essential in efforts to prevent the recurrence of conflict and sustain communication between all parties.

6) Interoperability

In a climate where multi-jurisdictional demonstrations are occurring at a higher frequency, the ability of policing partners to work together to coordinate efforts is increasingly imperative.

The interests of demonstrators may overlap policing jurisdictions, thereby increasing the risk of multi-jurisdictional solidarity demonstrations.

To increase consistency of response, police services may reach out to other policing partners for support and/or advice when dealing with demonstrations and assemblies.

7) Education before Enforcement

Police Education

Culture Based - Policies should be developed in conjunction with providing education on historical issues and Indigenous culture. Police services should work to ensure that police members have cultural awareness in keeping with the recommendations of multiple provincial and national inquiries. Such training should not assume that Indigenous groups have a consistent culture or a level of homogeneity; training should be reflective of local community differences.

Framework Based – Policies for police preparedness for demonstrations and assemblies should delineate relationship building activities and enforcement activities. Upper command must be educated and well-versed in any documents developed along with those responsible for utilizing them on a day-to-day basis such as liaison team members, police supervisors, and when required, front-line members.

Issue/Incident Based – Ensure that police members possess an understanding of the issues and background in relation to specific demonstrations or assemblies.

Public Education

- Educate the public on lawful, peaceful and safe demonstration activity and the role of police. Efforts must be made to educate and share information with all stakeholders involved in demonstrations and assemblies such as:
- The intersection of injunctions and enforcement activities;
- Messaging the difference and consequences of being arrested vs. being charged (for instance, the possibility of travel restrictions in the absence of an actual charge).

Legal Considerations

It is recognized that conflicts may arise as Indigenous communities and the various levels of government work to resolve outstanding issues associated with matters such as land claims, self-determination and Indigenous or treaty rights, which may include activities such as hunting, fishing and resource extraction on ancestral or traditional territories. Frameworks for police preparedness for demonstrations and assemblies should focus on the protection of rights and freedoms while ensuring the law is enforced.

- The Canadian Charter of Rights and Freedoms guarantees certain rights and fundamental freedoms. Section 2 of the Charter guarantees the right to believe what you choose, and to express your values. Police recognize the importance of fundamental freedoms and all other protections in the Charter.
- The Supreme Court of Canada has recognized that the freedoms in the Charter cannot be extended to protect and justify threats or acts of violence like assault, destruction of property, or other unlawful conduct.
- Police may utilize actions falling within statutory power, civil injunctions and enforcement powers at common law.

Relevant Legislation

Constitution Act, 1982. Enacted as Schedule B to the Canada Act 1982 (U.K.) 1982, c. 11, which came into force on April 17, 1982.

Constitution Act, 1982, PART I - Canadian Charter of Rights and Freedoms, section 25 and section 2:

Aboriginal rights and freedoms not affected by Charter

25. The guarantee in this Charter of certain rights and freedoms shall not be construed so as to abrogate or derogate from any aboriginal, treaty or other rights or freedoms that pertain to the aboriginal peoples of Canada including

(*a*) any rights or freedoms that have been recognized by the Royal Proclamation of October 7, 1763; and

(*b*) any rights or freedoms that now exist by way of land claims agreements or may be so acquired.

Fundamental freedoms

2. Everyone has the following fundamental freedoms:

(*a*) freedom of conscience and religion;

(*b*) freedom of thought, belief, opinion and expression, including freedom of the press and other media of communication;

(*c*) freedom of peaceful assembly; and

(*d*) freedom of association.

Constitution Act, 1982, PART II - Rights of the Aboriginal Peoples of Canada, section 35(1),(2),(3),(4):

Recognition of existing aboriginal and treaty rights

35. (1) The existing aboriginal and treaty rights of the aboriginal peoples of Canada are hereby recognized and affirmed.

Definition of "aboriginal peoples of Canada"

(2) In this Act, *"aboriginal peoples of Canada"* includes the Indian, Inuit and Métis peoples of Canada.

Land claims agreements

(3) For greater certainty, in subsection (1) *"treaty rights"* includes rights that now exist by way of land claims agreements or may be so acquired.

Aboriginal and treaty rights are guaranteed equally to both sexes

(4) Notwithstanding any other provision of this Act, the aboriginal and treaty rights referred to in subsection (1) are guaranteed equally to male and female persons.

The rights and freedoms contained in the Charter are not without limit:

Section 1 of the Charter, which provides for limitations on rights and freedoms, states:

The Canadian Charter of Rights and Freedoms guarantees the rights and freedoms set out in it, subject only to such reasonable limits prescribed by law as can be demonstrably justified in a free and democratic society.

Uniqueness of Indigenous Demonstrations:

Indigenous demonstrations, including protests and occupations, are often complex in nature and qualitatively different from other issue-related conflict such as environmental, political or labour disputes. Indigenous related issues may or may not intersect with other interests, such as environmental issues. There may be a variety of perspectives within a protest or community group on the historical and cultural factors that have led to the protest. Additionally, there may be differences in opinion and perspective between elected and traditional Indigenous community leadership on issues.

Police agencies should make every effort to foster awareness of historical and cultural factors that may contribute to the uniqueness of issues impacting Indigenous peoples and communities in Canada. These factors should be considered when determining what police resources may be required to peacefully respond. Considerations should be made of the following distinguishing factors which may affect police preparedness and response, including, but not limited to:

1. Historically difficult relations between police and Indigenous peoples and communities;
2. Division on issues within and between Indigenous communities;
3. Remoteness of sites and traditional territories;
4. Variety of stakeholders involved;
    - *Differing agendas increase the difficulty of communicating and negotiating policing issues with involved stakeholders, e.g. provincial and/or federal governments, environmental groups, media, non-Indigenous third parties, etc.;*
5. Issues may be multi-generational in scope;
6. Duration of incidents spanning days, weeks or longer periods which may involve an investment in resource requirements and logistics;
7. The intervention of federal and/or provincial governments with respect to public policy and legal issues that are outside the authority of policing; and
8. Potential for solidarity response that may be national or international in scope.

Given the factors contributing to the uniqueness of Indigenous related demonstrations and assemblies the information above should always be considered when dealing with issue-related conflict.

Additional Stakeholder Groups and the Community At Large:

In any demonstration or assembly, Indigenous or non-Indigenous related, agendas of various individuals engaged in action may differ. Approaches to expressing dissent may vary; some may prefer peaceful demonstration, while others are willing to use violence, or aim to cause disorder. An additional factor to note in both Indigenous and non-Indigenous issue-related conflict is the widespread nature of social media, and its increasing use by demonstrators to expeditiously organize and potentially encourage polarization around issues.

As mentioned above, police services should also be mindful of the increasing tendency of groups or individuals, who may not have ties to the community or issues, to insert themselves in a demonstration. Traditionally stakeholder groups have typically included demonstrators, industry, and all levels of government. However there is an increasing tendency for members of the community at large or special interest groups to become involved, often co-opting the original intent of a demonstration. In these instances, it becomes difficult for the media and general public to ascertain what is occurring at a demonstration.

Attention may also be paid to the community at large who, while not directly involved, may be impacted by a demonstration or assembly. The measured approach recognizes the need to balance individual rights and freedoms while also recognizing the rights of the general public, local residents and businesses to a safe environment. Regular activities of the community at large may be periodically delayed or interrupted and police should work to minimize these impacts when working with demonstrators.

Roles and Resources

Role of Police

The primary role of the police in any demonstration or assembly is to preserve the peace, protect life and property, and enforce the law.

- As outlined above the fundamental freedoms of opinion, expression and peaceful assembly enshrined in the Canadian Charter of Rights and Freedoms must be recognized and respected. A safe and secure environment for all participants and communities while exercising these constitutionally protected rights is always a significant consideration.
- Police have a statutory and common law duty to preserve the peace. The principles of peacekeeping are aimed at minimizing violence, keeping and restoring public order, maintaining impartiality, facilitating rights and establishing trusting relationships.
- Police investigate and take appropriate action with respect to civil disobedience and other unlawful acts.
- Police services should use discretion and the carefully measured approach outlined above, employing only the level of force necessary to: *Ensure the safety of all citizens, enforce the law, enforce court orders/warrants, maintain/restore peace and to provide order and security.*

Role of Liaison Teams

Given the frequency and increasing complexity of demonstrations and assemblies it has been recognized at the national level that police services may benefit from developing a cadre of members with advanced training in subjects such as Interest Based Negotiation, Mediation, Crowd Psychology, etc. To build a solid foundation for such a team, members must be screened appropriately and chosen carefully (See Appendix B for example selection criteria). This is necessary for police services to be adequately prepared to address such events across Canada, particularly for multi-jurisdictional events requiring interoperability.

Historically, there has been reliance on a small number of members within police organizations who assist with negotiation on the front lines of demonstrations and assemblies. The development of specific Liaison Teams is strongly recommended to assist in implementing the principles and philosophy outlined above.

Such teams may be comprised of members acting in a liaison capacity on a full-time basis or who may be deployed as required from their substantive job responsibilities. Administrative oversight of Liaison Teams is determined by individual police services. However, it is recommended that teams be developed in conjunction and/or coordination with Criminal Operations.

Several large police services have established or are in the process of establishing, Liaison Teams. These Teams are a key part of police planning and response to major events and conflict situations. Liaison Team intervention is a useful way to communicate and avoid conflict. Liaison Teams may be utilized to:

- Focus on proactive relationship building as a means to assist in resolving issues and work to establish and maintain open and transparent lines of communication with all stakeholders who might be affected, directly or indirectly, by major events;
- Provide specialized support to build relationships of trust, mutual understanding and respect between police and all stakeholders;
- Locate individuals of influence to work with throughout the cycle of conflict;
- Apply effective negotiation and mediation techniques and strategies to facilitate timely response to issue-based conflict; and
- Provide specialized support and expertise in establishing and maintaining open and transparent pre-event, event, and post-event lines of communication with all stakeholders to facilitate prevention and/or response to conflict.

See Appendix C for additional suggestions for building a Liaison program and additional resources.

Additional Role and Resource Considerations for Police Agencies:

- Consideration should be made to the intersecting but separate functions of speciality teams. For instance, Liaison Team members have a very specific role that should not be taken on by other speciality teams. Conversely, Liaison Team members should not be tasked with performing functions of other units such as Crime or Intelligence due to the potential to negatively affect relationship building.
- Liaison Teams should not be tasked with enforcing injunctions. Attention should be directed to the application of enforcement to injunctions.
- The duty of Liaison Teams is to liaise not enforce. Exceptions include rare situations where having a Liaison member would ensure cultural appropriateness and respect (ex. the arrest of an individual wearing full regalia), or if the individual specifically requests that a member be the arresting officer due to past relationship building.
- The primary role of a Liaison Team is to build and foster relationships in support of the Framework. Consideration should be given to outlining operational vs. Framework support.
- In support of the Framework, the role of upper command is to develop and maintain a network of contacts and partnerships to enhance communication and foster positive, trusting relationships internally within police services as well as externally with other police services including First Nation police and with Indigenous and non-Indigenous communities and leadership.
- Upper command should make sure to invest in and champion any programs or policies developed in order to promote support for the Framework and obtain buy-in from the membership.
- Police communications units should foster opportunities to assist in increasing public and internal awareness and understanding, and to enhance accountability and transparency during conflicts and critical incidents. Often the biggest obstacles for police when dealing with issue-related conflict are misinformation and time; communications units may be able to assist with these issues. See Appendix D for example police communications.
- Liaison members should be inserted into Framework related incidents and responsibility should be taken from local detachment, investigators, etc., to ensure a consistent and professional approach.

The Conflict Cycle

Conflicts cycle through recognized incident stages: pre-event, event and post-event. This section provides an overview of signs, behaviours and cues that may be present at each stage and suggests resolution techniques to avoid, de-escalate or appropriately manage the situation. It is strongly recommended that the Framework be applied early in the pre-event stage and continue throughout the post-event stage.

For best results, the Framework may be implemented when police action is necessary and should be utilized early on in the planning process to ensure success. Minimizing the disruption and danger from any demonstration or assembly requires the continuous work of consulting, relationship-building, and preparation. Activities of Liaison Team members should involve all stakeholders throughout the conflict cycle (ex. demonstrators, industry, proponents and opponents). Note that police communication may be developed or revised at any stage of a critical incident to support consistent, clear messaging.

Pre-Event Stage

Pre-Event Characteristics

- Real or perceived inequities in privilege or power within the community or between the community and the wider society;
- High probability that an ongoing initiative or event planned could provide an occasion for disorder or lead to conflict;
- The level of community emotion with respect to an issue of concern;
- The presence and involvement of persons known to provoke disorder during demonstrations or assemblies;
- Rhetoric (language and/or images) being used to garner support for an issue that generates negative emotions, dissension, disagreement, conflict and or/polarization of views; and
- Involved persons stating that if an initiative or event is not dealt with sensitively, a conflict or crisis will ensue.

Pre-Event

What may be done:

- Become and remain informed about issues of concern – participate in discussions/ consult First Nation/Band Councils, Indigenous police, community members, community groups, other levels leadership, etc.;
- Gain understanding and remain informed of positions and impact on non-Indigenous stakeholders;
- Engage Liaison Team members for guidance and support, ensuring they take a leading role in the pre-event stage;
- Evaluate the potential contribution of various positions to the possible breakdown of order;
- Consider the policing implications of the issues identified;
- Develop and display respect for all concerned by listening;
- Be honest – overt and consistent communication is the best way to earn trust;
- Work to build positive and transparent relationships of trust with all possible stakeholders;
- Be open, talk to all parties;
- Build relationships of trust with both elected and traditional leaders of the community on an ongoing basis as well as when an issue arises that may precipitate a dispute or conflict;
- Use existing opportunities for dialogue to consult with community leaders on potentially conflicting issues;
- Seek to facilitate communication between factions to prevent the development of conflict;
- Encourage individuals to come together around issues and activities where agreement exists;
- Make appropriate notifications through established chain of command;
- Educate potential event attendees in relation to safe and lawful demonstrations;
- Educate police members who may become involved on the background of the issues;
- Pre-identify community and agency representatives who could serve as resource persons or mediators in the event of disorder; and
- Review contingency plans to ensure they are up to date, and that they adequately address potential conflict situations.

Ongoing Event Stage

At this stage involved persons may have become increasingly frustrated if they perceive that their issues have not been appropriately addressed. A range of possibilities exist as to how the incident may evolve—from a passive demonstration to one where all stakeholders may be significantly affected, e.g. blockade of transportation route.

Ongoing Event Characteristics

- Involved persons expressing a perception or complaint that their issues of concern are not being satisfactorily addressed;
- Increased frequency and intensity of rhetoric surrounding the issue, possibly accompanied by threatening behaviour indicating greater likelihood of crisis/conflict;
- Positions being communicated becoming entrenched and polarized;
- Involved persons becoming increasingly vocal, forceful and threatening;
- Skirmishes/confrontations with the police;
- Conciliation efforts increasingly ineffective;
- Demands being made known directly to police or through the media;
- Heightened interest from the (traditional) media and/or increasing media coverage of the incident with potential to further divide positions;
- Intensification of the use of social media for purposes of organization. Social media may also be used for publicity, recruitment purposes, and/or to spread misinformation and cause division on issues;
- Persons/agencies not directly involved in the event taking public positions on the issue; and/or;
- Persons from the Indigenous community, including leaders, looking for police liaisons.

Ongoing Event

What should be done:

- Assign/deploy Incident/Event Command as appropriate within the police service with adequate supporting resources and skill sets;
- Deploy Liaison Team members to attempt to re-establish communication and negotiate order;

- Ensure all parties to the incident have the opportunity to contribute to strategies for resolution. Police services should rely on established relationships for effective communication between themselves and persons involved in the critical incident as well as other members of the community; and,
- Police should state their position and interests clearly, (police facilitate orderly, lawful demonstration including the consequences for participation in disorder) so as to be understood by all.

What may be done:

- Seek to provide reasonable options for orderly, lawful demonstration that are transparent to the parties in conflict;
- Communicate to demonstrators that so long as order is maintained, they and other members of the public will be treated by the police with dignity and respect;
- Monitor public reactions and, if applicable, provide a counter-narrative;
- If possible, re-route traffic to avoid confrontation and minimize impact. If necessary, explain that the police intend to maintain an orderly flow of traffic while allowing participants to lawfully demonstrate;
- Emphasize that negotiation will be used at every opportunity;
- Acknowledge the existence of underlying factors within the critical incident;
- Seek out common ground between all stakeholders and aspects of the dispute where agreement exists;
- Locate individuals with influence to liaise with;
- Rely on existing relationships to assist in mediation;
- Take every opportunity to facilitate productive communication, with consideration given to utilizing social media;
- In managing the event take into consideration the values, traditions and interests of the affected community and communicate that all stakeholders will be treated with dignity and respect;
- Attempt to establish common ground between the stakeholders;
- Attempt to establish with stakeholders a means by which information and progress will be communicated to media;
- Evaluate the impact of decisions on the safety of police officers, demonstrators and other members of the public;
- Respond to conflict with the lowest possible level of force; and,
- Ensure police stakeholders are kept informed.

Post-Event Stage

Post-Event Characteristics

What to look for:

- The emotional and physical exhaustion of participants;
- Differing perceptions of the issue or event by those involved;
- Trust between the community and the police may have been eroded;
- Stakeholders wanting to reflect on what has occurred, discuss the lessons learned and identify peace-building actions; and,
- Police action to rebuild community trust and implement peace-building actions.

Post- Event

What may be done:

- Operational debriefings to review and assess operations as well as seek and identify lessons learned;
- Lessons learned should be utilized to mitigate issues and for further development of best practices within police services;
- Development and implementation of strategies to restore relationships;
- Strategies should consider general objectives, responsibilities, potential activities to restore relationships and be adapted in practice to specific circumstances as necessary;
- Resources, such as Liaison Team members, may be brought in to support development, implementation and assessment of such strategies.
- Debrief with external existing relationships on what went well, issues or concerns; and,
- Liaison Team members deployed to lead trust rebuilding planning and strategies to solidify relationships with involved stakeholders.

Once an event has cycled through the stages of conflict, police services should be mindful that the work has not concluded. Attention should be brought to the post-event stage where once activities here are finished, a loop may be made back to the pre-event stage where a continuation of relationship building and education should occur on a continuous basis.

Appendix A

EXAMPLE POLICY

Police Service Guidelines:

Police service's procedures on responding to demonstrations and assemblies should:

1. Define the purpose, objectives of the document.
2. Outline existing legal considerations.
3. Outline the uniqueness of Indigenous demonstrations.
4. Define the role of the police and liaison teams with specific consideration of the following:
    a. *Remaining impartial;*
    b. *Ongoing building of trust between police, participating and affected individuals and communities; and*
    c. *Providing a measured response*
5. Provide police members education and training with respect to policing demonstrations assemblies with specific focus on:
    a. *The role of police;*
    b. *Communication skills such as the ability to negotiate, mediate and/or engage in dispute resolution and to build trust;*
    c. *Ensure understanding of the background of specific issues/events; and*
    d. *Encourage police members to acquire an understanding of and consider the uniqueness of these events in the context of the history, traditions, culture and claims of the demonstrators.*
6. Ensure member of the public are also educated by:
    a. *Seeking the assistance/involvement of First Nations police services and Indigenous police officers, when appropriate and where resources permit;*
    b. *Seeking the assistance of Indigenous mediators, when appropriate; and*
    c. *Consulting and sharing information with local communities that may be affected by an Indigenous demonstrations and assemblies.*
7. Outline considerations throughout the conflict cycle.
    a. *Pre, during and post event*
8. Include considerations for development of communications strategies.

Appendix B

LIAISON TEAM MEMBER SELECTION CRITERIA

Considerations:

Recruitment should focus on liaison and related skills as critical components. Liaison teams work most effectively when made up of members who have voluntarily applied for the Liaison Member role. The work has the potential to be draining and requires a commitment to assist with issues related to demonstrations and assemblies. Police services should support members who have shown aptitude and interest for liaison work by having good listening skills and the ability to process information while dealing with many sides to an issue. The interest portion of this is very important as liaison personnel must constantly refresh and update their skill sets to remain current on issues and techniques.

Sample Criteria:

Must be trustworthy and possess knowledge of local customs and traditions such as Indigenous culture, history, socio-economic issues, policing principles and current issues;

Ability to maintain regular contact with and show genuine respect for the Indigenous community and the community at large by initiating involvement with community entities;

Oral communication and interpersonal skills to communicate effectively, and work cooperatively with all stakeholders involved in an issue;

Demonstrated skills in impact and influence;

Demonstrated problem solving abilities, mediation, and ability to find middle ground on issues;

Ability to understand the bigger picture;

Communication and conflict management skills;

Demonstrated ability to apply sound judgement, speaking ability in high stress situations;

Demonstrated ability to work in a team-oriented environment;

Willing to be accessible for deployment without notice; and

Written support of supervisor to participate in the program (if selecting on a temporary or part-time basis)

Sample Selection Process:

Submission of a request, or response to a posted position advertisement. Accompanied by a document outlining that the candidate possesses the required knowledge, skills and abilities to be a Liaison Team member. Candidates who are identified as meeting or exceeding this criteria may be invited to participate in an interview before an interview board comprised of officers and managers with knowledge and experience of the Liaison Team. Supplemental methods of selection can include reference checks and completion of a psychological assessment.

Candidates selected should attend and successfully complete a Liaison Program qualification course or other training requirements as determined by the police service. Selection of candidates should be based on the assessment of the totality of a candidate's application information, and on the evaluation of the officer or manager responsible for the Liaison Program, with consideration for the candidate's potential fit within the Program.

Appendix C

ADDITIONAL SUGGESTIONS FOR BUILDING A LIAISON PROGRAM

While the PWIP review examined factors to aid in developing a successful best practices document for police response to protests and assemblies, the scope did not include related issues such as training, capturing national level data or analysis. However, the following may be considered when developing a Liaison Team or program.

Building your own team:

- Teams will vary in size and structure as determined by organizational need
- The development of Liaison Team Standard Operating Procedures (SOP's) is strongly recommended

Provincial Liaison Team (PLT) / Community Conflict Management Group (CCMG) Training:

- The RCMP and the OPP have designed Course Training Standards (CTS) developed to prepare Liaison Team members. Each service hosts Liaison Team courses available to internal and external police agencies.
- Discussions have been held surrounding the possibility of the Canadian Police College to take on a larger role on behalf of the CACP in hosting courses. As these courses are held more frequently, there would be less influence from OPP/RCMP, and more influence from other services.
- Liaison Team members are further encouraged to take externally available courses to develop greater expertise.

Recommendations:

- Maintain a current list of Liaison Team trained members
- Coordinate inter-organizational assistance to police services in need of resources to address large scale, ongoing protests or assemblies
- Police services should establish a method to track measurables in relation to the number of demonstrations they become involved with, as well community outreach and other activities in relation to Framework support.
- Development of promotional and educational resources for utilization by Liaison Team members such as:
    - *A hand-out for Liaison Team members to utilize during demonstrations*
    - *Information available via the internet*
    - *Strategic Communication products*

Example Demonstrator Hand-Out

***Note that QR code displayed is for demonstration purposes only**

FRONT

LIAISON TEAM/MEMBER

Liaisons respond to events such as demonstrations, protests, rallies, vigils and labour disputes.

WHO ARE WE?

Liaisons work with individuals or groups to help facilitate peaceful events and are a great resource for those planning on organizing or attending an event.

Our job is to dialogue and work with all of those affected by an event.

Visit _____ for more information on this program and to view a contact list.

WHAT TO KNOW BEFORE YOU GO

- Your rights
- The role of police
- Consider your actions
- Communicate with police pre-event
- When actions could result in charges
- Know the local by-laws
- Understand the consequences
- Ask questions
- Working together is better for everyone

FOR MORE INFO SEE: www. _____

BACK

YOU CAN:

- Gather to peacefully assert your rights
- Express your thoughts, beliefs and opinions
- Get your messaging out in a lawful way
- Have freedom of association

The *Canadian Charter of Rights and Freedoms* guarantees certain rights and fundamental freedoms. Section 2 of the Charter guarantees your right to believe what you choose, and to express your values. We recognize the importance of fundamental freedoms and all other protections in the *Charter*.

IF YOU'RE NOT SURE, ASK:

- Is this considered a peaceful/lawful event?
- Does this event require a permit?
- Am I allowed to wear a mask?

Though all Canadians are entitled to rights and freedoms, Section 1 of the *Charter* calls for certain limitations. Rights and freedoms are not without responsibilities. The Supreme Court of Canada has recognized that freedoms in the Charter cannot be extended to protect and justify threats or acts of violence like assault, destruction of property, or unlawful conduct.

YOU CAN'T:

- Block or obstruct a highway
- Breach the peace
- Cause a disturbance, take part in a riot
- Wear a mask or disguise during an unlawful assembly, or, with intent to commit an indictable offence
- Disobey a court order
- Harm or injure anyone
- Possess weapons of any kind including substances such as tear gas

The *Criminal Code* of Canada and/or "Case Law" contains various provisions that act to limit or control certain activities related to public demonstrations.

KNOW THE CONSEQUENCES

There also may be provincial and municipal statutes that apply during demonstrations such as the *Highway Traffic Act*. Protesting unlawfully has the potential to affect your future in various ways.

Charges resulting in a criminal record, could result in things like:

- Travel limitations
- Possibility of limited employment prospects
- Impacts when obtaining insurance or renting housing
- Further legal consequences if breaching a court order

FOR MORE INFO SEE: www. _____

Example Liaison Team Course Syllabus

Note: Depending on organizational requirements and resources, courses may be held over a one or two week period. Courses spanning two weeks typically spend additional time focusing on mediation/dispute resolution, Indigenous awareness, and include additional case studies and scenarios.

Example Liaison Team Course Syllabus

Note: Depending on organizational requirements and resources, courses may be held over a one or two week period.

DAY 1	DAY 2	DAY 3	DAY 4	DAY 5	DAY 6	DAY 7
Welcome/Opening Course Introduction Role of Liaison Team / Framework Introduction Role of Liaison Officer	Review Indigenous Awareness and Perspectives Kairos Blanket Exercise	Review Inquiries, Public Opinions on Policing, New Legislation Impacting Policing Legal Considerations, Injunctions 101 and Ways to Proceed Protestors' Perspective	Review Command Structure Case Study Scenario Debrief	Review Corporate Perspective Case Study Scenario Debrief	Review Case Study Scenario Debrief Emerging Trends	Review Large Scenario Debrief
LUNCH BREAK: 1200 - 1300						
Statistics & Importance of Capturing Data Role of Analyst Strategic Communications for Managing Disputes	Current Issues and Trends Communications - Active Listening	Respecting Diversity / Learning About Communities Measured Approach / Conflict Resolution Role of Intelligence Pre-event Exercise - Relationship Building	Protestors' Perspective Crowd Dynamics Interest-Based Negotiation	Role of Media Strategic Messaging	Case Study Scenario Debrief	Exam Stress Resiliency Course Circle Debrief of Course Closing Remarks

Note: Case studies and scenarios may be tailored to current needs, issues and trends.

Appendix D

EXAMPLE STRATEGIC MESSAGING

Response to Demonstrations and Assemblies

General Approach:

- The ___ recognizes the Charter rights of everyone to freedom of expression and peaceful assembly. The overall objective is to work with all parties to ensure public and officer safety and to maintain orderly conduct and peace. The ___ has no role to play in resolution of the underlying issues.
- The ___ should take a low profile, reactive approach to communicating about any planned protests. Messages in most cases should be limited to the ___ role. Questions regarding the causative issues should be referred to the organizer of the event.
- Care should be taken to maintain consistent messaging with Liaison Team and partners in policing.

Strategic Messaging:

- The ___ respects the right of everyone to freedom of expression and peaceful assembly.
- The ___ also recognizes the rights of the general public, local residents and businesses to a safe environment.
- The ___ role is to ensure public safety and to keep the peace.
- The ___ has no role to play in the underlying issues (of the event) and is not in a position to resolve them.
- The ___ will work with groups who want to organize an event that provides a safe and peaceful opportunity for demonstrators to exercise their lawful rights.
- The ___ approach will recognize the need to balance individual rights and freedoms with the need to maintain public peace and order.
- Open communication, a reasoned and tempered approach and the proper use of police discretion guide ___ response to major events.
- The ___ asks everyone to be patient and respectful of each other despite potential inconvenience.

Traffic Disruptions – Specific Messaging:

- Event activities may interrupt the normal flow of traffic. The ___ is working with those involved to minimize the impact on the traveling public and to ensure order and public safety.
- The ___ objective in policing any road closures / blockades is to work to restore the orderly flow of traffic in the safest manner possible.
- No one has the right to block or disrupt traffic on public highways: Criminal Code, section 423(1)(g). See also the Highway Traffic Act and equivalent laws in provinces outside Ontario.
- As specific disruptions become known, the ___ will forward information to media outlets for broadcast.
- The traveling public is advised to check ahead for road closure information and to monitor local media for information and alternate routes.
- The ___ thanks everyone for their patience in dealing with traffic disruptions.

Enforcement / Threats / Violence / Illegal Activity – Specific Messaging:

- The ___ calls on everyone involved not to jeopardize public peace or endanger anyone and not to participate in purposefully illegal events.
- Everyone has the right to participate in protests and demonstrations that are lawful, peaceful and safe.
- The ___ will act to preserve the peace, maintain public safety and investigate criminal wrongdoing, in accordance with legislated responsibilities and in the best interests of all involved.
- Only the level of intervention necessary to ensure the safety of all citizens and to maintain peace, order and security is used. The use of force is always a last resort.
- The proper use of police discretion is a valid, appropriate approach to de-escalating situations. The proper exercise of police discretion should not be confused with lack of enforcement. Police may wait for a lower-risk opportunity to arrest offenders rather than inflame a situation.
- Violence will not be tolerated. The ___ will respond to unlawful events in an appropriate and professional manner.